

BRIDGEND COUNTY BOROUGH COUNCIL

REPORT TO CABINET

19 JULY 2022

REPORT OF THE CORPORATE DIRECTOR COMMUNITIES

REPLACEMENT LOCAL DEVELOPMENT PLAN SUBMISSION DOCUMENT

1. Purpose of report

- 1.1 For Cabinet to consider the Deposit Plan Consultation Report Summary Document (Appendix 1) and the proposed submission version of the Replacement Local Development Plan (RLDP) as amended following public consultation (Appendices 2&3) and to agree the amended RLDP and to recommend to Council that the RLDP as amended be submitted to Welsh Government and Planning and Environment Decisions Wales (PEDW) for independent examination. The appendices accompanying the report can be viewed by clicking on the link below:

https://bridgendcountycouncil.sharepoint.com/:f:/s/ReplacementLocalDevelopmentPlan/EhJGe61nNYFEuKyYqB19oLUB6_GQDYSIT-JRiggo8xXCvA?e=43D1Lc

2. Connection to corporate well-being objectives / other corporate priorities

- 2.1 This report assists in the achievement of the following corporate well-being objectives under the **Well-being of Future Generations (Wales) Act 2015**:-
1. **Supporting a successful sustainable economy** – taking steps to make the county borough a great place to do business, for people to live, work, study and visit, and to ensure that our schools are focussed on raising the skills, qualifications and ambitions for all people in the county borough.

3. Background

- 3.1 An up-to-date Local Development Plan (LDP) is an essential part of a plan-led planning system in Wales. It sets the framework to ensure that the planning system contributes towards the delivery of sustainable development in a co-ordinated manner, enabling a wider, problem-solving outlook than would be possible by dealing with local issues in isolation. Without an up-to-date LDP, it would become progressively difficult for the Council to focus on integrating and addressing multiple land use concerns and the local planning process would become fragmented, un-coordinated and reactive.

- 3.2 The first release of data from the 2021 Census has shown that towns and cities on the M4 corridor in South East Wales are growing rapidly, with Bridgend's population growth (4.5%) being the third highest in Wales after Newport (9.5%) and Cardiff (4.7%). The population of Bridgend has increased from 139,178 at the time of the 2011 Census, to 145,500 at the time of the 2021 Census. These demographic pressures drive the need for housing growth across the County Borough and the RLDP is the fundamental tool to accommodate this growth by planning for sustainable development. Throughout the life of the Plan, people will continue to have children, students will continue to graduate, new households will continue to form, and some existing family units will continue to breakdown. These housing supply pressures will not pause for housing delivery to catch up. The key means of addressing this issue is to ensure the RLDP contains sufficient deliverable sites, otherwise the gap between housing delivery and population growth will continue to widen and more housing sites will be needed in the future.
- 3.3 Position on Existing Adopted LDP (2006 – 2021)
- 3.4 The existing Bridgend LDP (adopted on 18th September 2013) sets out the priorities and objectives of the Corporate Plan in land-use terms and was designed to cover the period 2006–2021. In September 2020, the (then) Minister for Housing and Local Government confirmed that LDPs adopted prior to 4th January 2016 will remain the basis for determining planning applications until replaced by a further LDP. Whilst the existing LDP will remain extant, the material weight attached to the existing LDP and its evidence base will progressively diminish now that the original plan period has concluded. The existing LDP evidence base was prepared over a decade ago, is out of date and cannot be relied upon to justify planning decisions to the same extent as it once was. Therefore, inaction will place the Council in an increasingly tenuous position, open to challenge from the development industry, and there will be ongoing implications for rational, co-ordinated and consistent planning decisions across the County Borough.
- 3.5 Moreover, the Council is statutorily required, under Section 69 of the Planning and Compulsory Purchase Act 2004, to undertake a full review of the adopted LDP at intervals not longer than every 4 years from the date of adoption. As such, a review was triggered and a Review Report was published in 2018. That report recognised an urgent need to address the shortfall in the housing land supply through the identification of additional housing sites, whilst identifying other significant contextual changes in circumstances and policy at a national, regional and local level.
- 3.6 Monitoring of the Existing Adopted LDP (2006 – 2021)
- 3.7 The Council has a statutory obligation to keep all matters under review that are expected to affect the development of its area and to produce information on these matters in the form of an Annual Monitoring Report (AMR, under sections 61 and 76 of the Planning and Compulsory Purchase Act 2004, respectively).

3.8 The 2021 AMR noted that the strategically planned developments completed since adoption of the existing LDP have collectively levied significant investment into the County Borough and delivered new homes and jobs for our communities. Evidence collected through the monitoring process clearly shows that good progress has been made in the delivery of the majority of LDP targets, which must be seen as a positive. However, the AMR reaffirmed that several key housing provision policy targets are now not being met, thereby indicating that these policies are no longer functioning as intended.

3.9 Shortfall in housing delivery

3.10 This issue has been highlighted by the new housing delivery monitoring system prescribed by Welsh Government. The Council is required to use the Annual Average Requirement (AAR) method as the primary indicator to measure housing delivery, and to include a housing trajectory within the AMR. This new process has established two new monitoring indicators. The first is the annual level of housing completions monitored against the AAR set out in the plan (i.e. housing requirement / 15 years = AAR). The second is the total cumulative housing completions monitored against the cumulative AAR set out in the plan. The Council must include commentary on the results, implications, and set out clearly what action is being undertaken to address any housing shortfall/under delivery on the plan strategy. The 2021 AMR showed that:

- There has been an annual shortfall in housing delivery against the AAR. In 2020/21, completions were 300 dwellings below what was anticipated (there were 346 actual dwelling completions compared to an AAR of 646 dwellings, a shortfall of -46%).
- The cumulative average annual housing requirement from the start of the plan period to 31st March 2021 was 9,690 units. Actual cumulative completions have been 6,770 dwellings. This represents a 2,920 dwelling shortfall in housing delivery over the plan period to date (-30%).

3.11 These two indicators clearly demonstrate an even more pressing need to adopt the RLDP since the Review Report was published in 2018. Dwelling completions are ultimately failing to keep pace with the housing requirement. Whilst the existing LDP has been successful in bringing forward several (primarily brownfield) residential and mixed-use allocations, other brownfield allocations have not come forward as anticipated. This has meant that the number of remaining deliverable sites has progressively dwindled at the end of the existing plan period, resulting in lower annual dwelling completions.

3.12 Combatting Ad Hoc Development

- 3.13 This is an issue that the development industry is critically aware of and monitors closely, whilst also exploring potential development opportunities out of accord with the existing LDP's strategy. If left unaddressed, this situation could act as a catalyst for speculative planning applications to come forward on sites in unsustainable locations. The Council would then have to increasingly exercise its planning function on a piecemeal basis rather than in a co-ordinated, strategic manner. This would not only provide less certainty to the public but also minimise the planning system's ability to secure wider strategic infrastructure improvements (i.e. schools, highways, recreation and affordable housing) for the benefit of our communities.
- 3.14 This has become a growing issue for other Local Planning Authorities in Wales that exhibit similar housing land supply shortages. Indeed, initial decisions to not grant planning consent for unsustainable housing developments have been overturned at appeal elsewhere due to a lack of local housing land supply. Bridgend County Borough has always had up-to-date development plan coverage and it is imperative that this is not compromised if the Council is to continue to deliver the most sustainable local planning outcomes.
- 3.15 The key means of addressing this issue is to not only ensure the RLDP is adopted, but that it contains sufficient deliverable sites, whilst balancing all other cross-cutting issues and drivers, otherwise the gap between housing delivery and the housing requirement will continue to widen and even more housing sites will be needed in the future to offset the shortfall.
- 3.16 An up-to-date RLDP, with a refreshed evidence base, will ensure the Council continues to have a sound basis for rational and consistent decisions. This is the single most effective means of combating ad hoc 'planning by appeal' and ensuring multiple land use planning concerns can be addressed in an integrated, co-ordinated and sustainable manner. The RLDP will not only address the shortfall in the housing delivery by facilitating the allocation of additional housing land but also enable a co-ordinated response to local land use issues and contribute to a range of wider strategic infrastructure improvements.

3.17 Local Development Plan preparation process

3.18 The preparation of LDPs is strictly controlled by Welsh Government's national planning policy (Planning Policy Wales) and Development Plans Manual. A broad overview of the RLDP process is depicted in the flow diagram below, with the current Submission Stage highlighted in orange.



4. Current situation/proposal

4.1 The Replacement Local Development Plan (RLDP)

4.2 The RLDP consists of a Written Statement and Proposals Map. The Written Statement as amended following consultation is attached as Appendix 2. The Proposals Map as amended following consultation is attached as Appendix 3. The Written Statement outlines local planning policies, land use allocations and associated justification based on the supporting evidence. The Proposals Map illustrates the land use allocations, settlement boundaries and planning designations proposed in the Plan, which are key to delivery of the Spatial Strategy. The Plan is also accompanied by a separate Constraints Map, which illustrates existing identified environmental designations and other physical constraints. A succinct overview of the Plans chapters is set out below:

4.3 **Chapter 1 – Introduction:** sets out the background and purpose of the RLDP.

4.4 **Chapter 2 - Spatial /Strategic Context:** this chapter provides an area profile and overview and policy context.

4.5 **Chapter 3 - Key Issues and Drivers:** sets out the key issues and drivers identified through the RLDP preparation process that have directly informed the development of the vision and objectives.

4.6 **Chapter 4 – Strategic Framework:** this section of the document sets out the overarching Vision to ultimately define what the RLDP is working towards. The RLDP Vision has been developed to take into account the Bridgend Local Well-being Plan with the specific characteristics and key issues affecting the County Borough. A summary of chapter 4 is set out below:

4.7 Vision and Objectives

4.8 The RLDP Vision will be delivered through the achievement of 4 Strategic Objectives, which will be underpinned by 35 Specific Objectives. These seek to reflect updated national policy and legislation and address the issues facing the County Borough. The development of the Objectives has also been informed by the Sustainability Appraisal (SA) incorporating the Strategic Environmental Assessment (SEA) process, particularly the key sustainability issues which should be addressed in the RLDP. These identified issues have been carried forward to underpin the SA process, thereby shaping the following four Strategic Objectives, which are central to the RLDP:

- ***SOBJ1: To Create High Quality Sustainable Places (Placemaking)***
- ***SOBJ2: To Create Active, Healthy, Cohesive and Social Communities***
- ***SOBJ3: To Create Productive and Enterprising Places***
- ***SOBJ4: To Protect and Enhance Distinctive and Natural Places***

- 4.9 The Strategic Objectives have been defined to reflect identified key issues, align with national policy and ensure an appropriate balance between the different elements of sustainability. They are cross-cutting in their nature and also cross-reference the goals and objectives of the Well-being of Future Generations (Wales) Act 2015 and Bridgend Local Well-being Plan (LWBP). Acting together, the Vision and Strategic Objectives provide an overarching framework to underpin all other components of the RLDP.
- 4.10 In turn, the Vision and 4 Strategic Objectives are supported by 35 Specific Objectives. These have been devised to create the right conditions to address the various social, cultural, environmental and economic well-being outcomes. The objectives will also form part of the basis for monitoring the implementation of the Plan, once adopted and operational.
- 4.11 Growth and Spatial Strategy (Placemaking)
- 4.12 Development will ultimately be directed towards environs conducive to sustainable placemaking that facilitate a balance of environmentally friendly, economically vibrant, and socially inclusive characteristics, aiming to benefit current inhabitants and future generations alike. Sustainable placemaking is therefore an overarching concept that underpins the RLDP.
- 4.13 Correspondingly, and in order to achieve the Vision and Objectives of the LDP, the Council will follow a Regeneration and Sustainable Growth Strategy. This will provide the framework to help realise the regeneration priorities of the Council, whilst also apportioning sustainable growth towards existing settlements that demonstrate strong employment, service and transportation functions (foundation economy). This dual faceted approach seeks to broadly balance housing, economic development, connectivity, social needs and environmental protection and enhancement to allow the County Borough to prosper, whilst contributing to the success of the Cardiff Capital Region and Swansea Bay Region. This has directly informed and resulted in the formulation of Strategic Policy (SP1), which outlines how the RLDP will make provision to deliver the Regeneration and Sustainable Growth Strategy between 2018- 2033.
- 4.14 The proposed growth level of 505 dwellings per annum is derived from a demographic scenario that calibrates its assumptions from a 6-year historical period (2013/14–2018/19). This period (post-Great Recession, yet pre-pandemic) witnessed sustainable population growth. As such, the RLDP makes provision for 8,590 new homes to meet a housing requirement of 7,575 dwellings (based on a 13% Flexibility Allowance (a requirement of Welsh Government)), including 1,646 affordable homes.
- 4.15 This trajectory will lead to more established households (particularly around the 35-44 age group) both remaining within and moving into the County Borough, coupled with less outward migration across other economically active age groups. This will encourage a more youthful, skilled population base to counter-balance and support the ageing population, seeking to sustainably manage an overall population increase

of 13,681 people over the plan period (2018-2033). This Growth Strategy is deemed the most appropriate, sustainable means to deliver the RLDP Vision and Objectives. It also conforms with national policy, as Future Wales identifies Bridgend County Borough as a Growth Area, and Welsh Government support this level of growth for the County Borough.

4.16 Employment Land Strategy

4.17 The projected increase in the working age population and the linked dwelling requirement will provide significant scope for residents to live and work in the area, supporting up to 500 new jobs per annum. Hence, 71.7 hectares of available land is allocated for employment development to meet the needs of the employment market and accommodate the new jobs identified. Achieving a wide and balanced portfolio of employment uses is central to the RLDP's Strategy. This will allow the local economy to attract higher value-added employment uses (including life sciences, construction, energy, decarbonisation and telecommunications) as well as supporting the significant manufacturing base that continues to be an important facet and driver of growth for the local economy. This approach will help minimise the need for out-commuting and promote more self-contained, inter-connected communities, thereby achieving an equilibrium between the number of homes provided and the job opportunities expected. The Growth Strategy can be succinctly explained by the acronym '**CARM**', which summarises the Strategy's intentions to **C**ounter-balance the ageing population by **A**ttracting skilled, economically active households, **R**etaining skilled, economically active households and rendering the County Borough a **M**agnet for employers to expand within or move into.

4.18 Prejudicing the County Borough's future economic resilience

4.19 Failure to progress with the RLDP would have severe implications for the future resilience of the County Borough's economy. Dwelling completions would become more erratic and the regular annual build rate could drop to a level that's insufficient to provide enough new housing for newly forming households. This would risk a decline in the number of economically active households both remaining within and being attracted to Bridgend County Borough. Many newly forming households would have to move out of the County Borough to meet their housing needs and demographic trends show that depopulation would be most likely amongst the established 35-44 age group. This would simultaneously lead to a proportionate increase in households aged 60+ and therefore a growing number of economically inactive people residing within the County Borough.

4.20 Without a younger population to counter-balance and support this older population, the County Borough's ability to attract and retain employers would be severely hampered. In the medium term, the area could become increasingly unattractive to new employers and major employers may also be inclined to leave Bridgend over time due to the lack of an active, skilled labour force within the local population base. Already established households that previously lived and worked in the County Borough may also have to begin commuting out of the area for work purposes,

thereby encouraging unsustainable transport patterns and generating long-term impacts for local economic growth and resilience. The County Borough's ability to attract inward investment, deliver sustainable economic growth and diversify the employment sector would be considerably impeded. This could equally affect Bridgend's ability to continue performing a sub-regional employment and service centre role that promotes sustainable forms of travel.

4.21 Wider Strategic Infrastructure Improvements and Community Investment

- 4.22 Adequate and efficient infrastructure is crucial for economic, social and environmental sustainability. It underpins economic competitiveness and opportunities for households and businesses to achieve socially and environmentally desirable ways of living and working.
- 4.23 Bridgend County Borough Council (BCBC) has collaborated with key partners and providers to ensure that development identified in the RLDP is located so that it can be well served by infrastructure. In the first instance, consideration has been made of capacity and identifying opportunities to maximise the use of existing infrastructure. Where the provision of new infrastructure is required, efforts have focussed on ensuring its delivery is sustainable and can be co-ordinated and timed to support the place making aspirations of the RLDP. This simply wouldn't be possible if the Council abandoned production of the RLDP and had to resort to dealing with speculative planning applications in isolation.
- 4.24 In all cases, infrastructure choices have and will be informed by the need to support decarbonisation, create socially and economically connected places and ensure the sustainable use of natural resources.
- 4.25 The RLDP enables holistic opportunities to secure accompanying infrastructure such as improved education provision, affordable housing, leisure facilities and transportation provision. For example:
- 4.26 Population growth will give rise to demand for school places in the future. The RLDP has considered the collective impacts of all future developments together to forecast future scenarios and ensure they can be effectively planned for. If there is limited or no spare capacity in the existing school(s), this will be mitigated through developer contributions to avoid developments placing a burden on communities. Sustainable growth at a strategic scale will have to be supported by new school provision and the other necessary education infrastructure to be acceptable in planning terms. The RLDP will deliver 5 new primary schools and significant contributions towards secondary school contributions. Without a RLDP, future planning for education provision would be more reactive to isolated developments and necessarily conducted in a more disjointed manner.
- 4.27 A Strategic Transport Assessment has been completed, which tests the combined impact of proposed developments far more accurately than individual transport assessments can do. This has quantified the collective impact of proposals upon the

transport network and recommended the appropriate package of interventions necessary to mitigate development. Capacity issues at major road junctions will be addressed by requiring new traffic management provision, key junction upgrades, new roads, improved public transport links and Active Travel enhancements.

- 4.28 The delivery of new homes helps to ease housing market pressure by boosting supply and enabling delivery of additional, complementary affordable housing to offer safety and security for local families unable to meet their needs in the housing market. This can include social rent, where rents are typically set at benchmark levels, and intermediate housing for first time buyers struggling to get onto the property ladder. The Replacement LDP has considered how far it can contribute to the delivery of affordable housing in a comprehensive way and has tested the level of developer contributions viable to provide integrated affordable housing within new developments. This provides more certainty on the level of contributions expected to better foster sustainable, mixed tenure communities from the outset.
- 4.29 All new housing developments will be expected to include an appropriate level of outdoor recreation for public amenity purposes in the interest of Good Design, based on the benchmark standards endorsed by Fields in Trust, the National Society of Allotment and Leisure Gardeners Policies and Natural Resources Wales' Green Space Toolkit. The Replacement LDP will provide a mechanism for the Council to work with developers to maintain an optimal level and balance of good quality outdoor recreation space for all its residents.
- 4.30 Health Care: The Council acknowledges that the new homes required to help manage population growth places pressure on the provision of health care facilities. Therefore, when the Council started the review process one of the first actions of Officers was to engage with the Head of Primary Care and Locality Manager for the Cwm Taf Morgannwg Primary Care Team and other relevant stakeholders. Through engagement at all stages of the RLDP, Cwm Taf Morgannwg University Health Board (CTMUHB) have been made aware of the housing development (both approved and proposed) within the Bridgend area and have been able to take the necessary steps to account for this in its primary care and community estates and sustainability plans. Future housing numbers and the location of sustainable urban extensions have been mapped against current and future demand and capacity.
- 4.31 CTMUHB has been fully engaged in the RLDP process and contributed towards the Infrastructure Delivery Plan (IDP) that supports the RLDP. CTMUHB have confirmed that they are confident that it has identified the additional pressures created by the RLDP and that its own estates and sustainability plans articulate the action required to respond to this. CTMUHB's comments are summarised in Appendix 5.
- 4.32 Bridgend County Borough Council will continue to engage with CTMUHB to ensure the delivery of health care infrastructure and secure the best outcomes for all our residents. Specifically the strategic planning team will continue to revisit this matter with CTMUHB, although it is important to reiterate that in their current responses the Health Board have indicated that they are cognisant of the likely additional population

growth and demand in the County Brough and have accounted for it in their primary care, community estates and sustainability plans.

4.33 Residential Allocations and their new supporting infrastructure

4.34 To enable the implementation of the Growth and Spatial Strategy, Policy SP2 defines a suite of strategic residential allocations where growth will be focused.

| Site Name | Total Units | Units in Plan Period | Affordable Housing | Education | Highways | Recreation, Open Space, SuDS & Public Realm |
|---------------------------|-------------|----------------------|--------------------|-----------|----------|---|
| Porthcawl Waterfront | 1,100 | 780 | 30% | £4.6m | £4.8m | £11.3m |
| Land South of Bridgend | 788 | 788 | 20% | £5m | £4m | £4.4m |
| Land West of Bridgend | 850 | 830 | 20% | £11.4m | £3.7m | £4m |
| Land East of Pencoed | 804 | 804 | 20% | £7.2m | £2.5m | £3.4m |
| Land East of Pyle | 2,003 | 970 | 15% | £23m | £6.2m | £14.5m |
| Craig y Parcau, Bridgend | 108 | 108 | 20% | £650,000 | | £500,000 |
| Land SE Pont Rhyd-y-cyff | 140 | 140 | 15% | £1.5m | £50,000 | £470,000 |
| Land S Pont Rhyd-y-cyff | 102 | 102 | 15% | £650,000 | | £340,000 |
| Land SW Pont Rhyd-y-cyff | 130 | 130 | 15% | £950,000 | £220,000 | £620,000 |
| Heol Fach, North Cornelly | 255 | 255 | 20% | £3.4m | £160,000 | £1m |

4.35 SP2 therefore builds upon Policy SP1 by directing growth to Regeneration Sites and Sustainable Urban Extensions within the identified Regeneration Growth Areas and Sustainable Growth Areas. The combined development of these sites will result in

the provision of comprehensive residential, employment and commercial development whilst providing new transportation, affordable housing, community, education and recreation facilities to serve the respective sites and existing communities. These sites (together with all other candidate sites) have been subject to a proportionate SA, incorporating SEA, and Habitats Regulations Assessment (HRA) to identify the likely environmental and wider sustainability effects from their delivery, thereby informing the site allocations.

- 4.36 All proposed sites have undertaken detailed viability assessments to demonstrate they are capable of funding all necessary infrastructure requirements. This has, in turn, ensured that the LDP's infrastructure and affordable housing policies are robust and can be delivered.
- 4.37 In total, all proposed sites combined will lever in approximately **£120,500,000** of private sector infrastructure investment within the County Borough and will also provide 1,002 affordable homes over the life of the Plan (to contribute to the wider LDP target of 1,646 affordable homes).
- 4.38 This approach is strategic in nature and has considered overall mitigation across all collective sites; an approach that would not be possible without a RLDP. This vigorous process has provided a high degree of confidence that the sites included within this RLDP are deliverable, considering the full plethora of associated infrastructure requirements and placemaking principles to deliver high quality communities.
- 4.39 **Chapter 5 – Implementation and Delivery:** this Chapter sets out the Strategic and Development Management Policies, which are derived from the Strategic Framework and form the basis to implement and deliver the Vision and Strategic Objectives. As with all other components of the LDP, all strategic policies are complementary in terms of supporting the achievement of the national Wellbeing Goals, local Wellbeing Objectives and sustainable development. Linkages between each strategic policy and relevant wellbeing goals have therefore been identified and all strategic policies have been subject to SA, incorporating SEA.
- 4.40 All policies are inter-related in their nature and need to be read in conjunction with one another in order to gain an understanding of the overall policy direction of the RLDP. Each section highlights the relevant strategic policy, supporting justification and cross-references with the LDP's Objectives. A 'delivery and monitoring section' is also included at the end of each policy. The Strategic Policies, and the more detailed Development Management policies, are intended to ensure that development proposals can achieve positive economic, social, environmental and cultural outcomes, and can minimise adverse ones. They will form the basis of all planning decisions, and indicators have been developed as part of the Plan's monitoring framework to show the effectiveness of the policies. A 'delivery and monitoring section' is also included at the end of each policy to this end.

- 4.41 A suite of Strategic Policies was identified in the Preferred Strategy and Deposit versions of the plan. These Strategic Policies have been modified to take account of representations received and extended to provide a more comprehensive Strategic Policy Framework. The updated suite of 18 Strategic Policies is also now supported by 56 accompanying Development Management Policies which address a range of detailed thematic issues as follows:

Good Design and Sustainable Placemaking

SP3: Good Design and Sustainable Place Making

PLA1: Porthcawl Waterfront, Porthcawl Regeneration Growth Area

PLA2: Land South of Bridgend (Island Farm), Bridgend Sustainable Growth Area

PLA3: Land West of Bridgend, Bridgend Sustainable Growth Area

PLA4: Land East of Pencoed, Pencoed Sustainable Growth Area

PLA5: Land East of Pyle, Pyle, Kenfig Hill and North Cornelly Sustainable Growth Area

SP4: Mitigating the Impact of Climate Change

SP5: Sustainable Transport and Accessibility

PLA6: Development in Transport Corridors

PLA7: Development West of the Railway Line, Pencoed

PLA8: Transportation Proposals

PLA9: Development Affecting Public Rights of Way

PLA10: Safeguarding of Disused Railway Infrastructure

PLA11: Parking Standards

PLA12: Active Travel

To Create Active, Healthy, Cohesive, Inclusive and Social Communities

SP6: Sustainable Housing Strategy

COM1: Housing Allocations

COM2: Affordable Housing

COM3: On-Site Provision of Affordable Housing

COM4: Off-Site Provision of Affordable Housing

COM5: Affordable Housing Exception Sites

COM6: Residential Density

COM7: Houses in Multiple Occupation

SP7: Gypsy, Traveller and Showpeople Sites

COM8: Gypsy, Traveller and Showpeople Accommodation

SP8: Health and Well-being

SP9: Social and Community Infrastructure

COM9: Protection of Social and Community Facilities

COM10: Provision of Outdoor Recreation Facilities

COM11: Provision of Accessible Natural Greenspace (including Amenity Greenspace)

COM12: Provision of Allotments and Community Food Networks

COM13: Provision of Cemeteries

SP10: Infrastructure

COM14: Telecommunications and Digital Technology Infrastructure

To Create Productive and Enterprising Places

SP11: Employment Land Strategy

ENT1: Employment Allocations

ENT2: Protection of Employment Sites

ENT3: Non-B Uses on Allocated Employment Sites

ENT4: Rural Economy

ENT5: Former Ford Site, Bridgend

SP12: Retailing, Commercial and Service Centres

ENT6: Retail and Commercial Development

ENT7: Development in Commercial Centres

ENT8: Non A1, A2 and A3 Uses Outside of Primary Shopping Areas

ENT9: Retail Development Outside of Retailing and Commercial Centres

SP13: Decarbonisation and Renewable Energy

ENT10: Low Carbon Heating Technologies for New Development

ENT11: Energy Efficiency Provision Within the Design of Buildings

ENT12: Parc Stormy

SP14: Sustainable Development of Mineral Resources

ENT13: Development in Mineral Safeguarding Zones

ENT14: Development in Mineral Buffer Zones

SP15: Sustainable Waste Management

ENT15: Inert Waste

ENT16: Waste Movement in New Development

SP16: Tourism

ENT17: New or Extended Tourist Facilities, Accommodation and Attractions

ENT18: Protection of Existing Tourist Accommodation

To Protect and Enhance Distinctive and Natural Places

SP17: Conservation and Enhancement of the Natural Environment

DNP1: Development in the Countryside

DNP2: Conversion of Rural Buildings

DNP3: Replacement Dwellings in the Countryside

DNP4: Special Landscape Areas

DNP5: Local and Regional Nature Conservation Sites

DNP6: Biodiversity, Ecological Networks, Habitats and Species

DNP7: Trees, Hedgerows and Development

DNP8: Green Infrastructure

DNP9: Natural Resource Protection and Public Health

SP18: Conservation of the Historic Environment

DNP10: Built Historic Environment and Listed Buildings

DNP11: Conservation Areas

4.42 These policies are aimed at facilitating the achievement of the RLDP vision and suite of objectives, including supporting the delivery of a range of Well-Being Goals.

4.43 **Chapter 6 - Monitoring Framework:** contains a monitoring framework, which sets out how the Plan's Strategy, Objectives, Policies and Proposals will be monitored against appropriate indicators and trigger points for action (linked to plan review/revision).

4.44 **Supporting Documents**

4.45 In line with statutory requirements the preparation of the emerging RLDP is being informed by a suite of impact assessments:

- Sustainability Appraisal (SA) incorporating Strategic Environmental Assessment (SEA) – assessment of likely significant environmental and wider sustainability effects. The SA Framework which underpins this assessment includes a strong focus on wellbeing issues linked to the Well-being of Future Generations (Wales) Act 2015.
- Habitats Regulations Assessment (HRA) – assessment of likely significant effects on sites designated at European level ('European Sites') for reasons of ecological importance.
- Health Impact Assessment – to assess the likely impacts of the Plan on health and equality considerations, particularly those which may impact upon the health of the County Borough's residents.
- Equality Impact Assessment - to review and identify the likely impact of the Plan on existing and future communities, considering relevant evidence to understand the likely or actual effect of policies and practices on protected groups.

4.46 These impact assessments have been undertaken in an integrated manner and used as plan-making tools to inform the RLDP, rather than simply being statutory reporting exercises. This has allowed the environmental, social and economic implications of all plan components to be tested at the earliest opportunity and for any uncertainties, issues or mitigation requirements identified during the impact assessment processes to be addressed during plan preparation. In addition to meeting statutory requirements, this iterative process has helped to maximise the performance of and more generally improve the quality of the emerging RLDP.

4.47 **Evidence Base Documents & Background Papers**

4.48 The supporting technical documents that have been produced to inform the RLDP are listed in below along with their role and purpose and should be read alongside the RLDP. The supporting technical documents can be viewed by clicking on the link below:

| Supporting Document | Purpose |
|---|---|
| Existing LDP (2013) Review Report | To set out the proposed extent of likely changes to the existing LDP (2006-2021) and to confirm the revision procedure to be followed in preparing the Replacement LDP. |
| Replacement LDP Delivery Agreement | To provide a project plan for preparing the LDP and to set out the measures within the Community Involvement Scheme in terms of consultation and engagement. |
| Sustainability Appraisal (SA) and Strategic Environmental Assessment (SEA) Scoping Report | To outline the proposed approach to the LDP's Sustainability Appraisal, incorporating the Strategic Environmental Assessment. This report is the first stage of a SA process to identify, assess and address any likely significant effects on the environment from the emerging Bridgend LDP Review. |
| SA/SEA Scoping Report Initial Report | To identify, from an assessment of reasonable alternatives, whether the LDP will have any significant impacts on the environment and also determine whether the Plan will deliver sustainable development. The Initial Report includes a proportionate assessment of candidate sites. The SA and Habitats Regulations Assessment Reports are being consulted on in tandem with the LDP. |
| Preferred Strategy | To identify the type and scale of spatial change required to achieve the proposed new LDP Vision and Objectives. |
| Initial Consultation Report | To outline how the Local Planning Authority (LPA) has undertaken public participation and consultation on the Preferred Strategy in accordance with LDP Regulation 16a. The Report identifies the steps taken to publicise plan preparation, in accordance with the CIS, before outlining the specific bodies engaged, summarising the main issues raised and identifying how the responses have been or will be addressed. |

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| | The Report provides significant detail on how this key period of consultation influenced development of the Deposit LDP. |
| Deposit Consultation Report | To comprehensively document how the LPA has considered all representations made on the Deposit Plan. It summarises the key issues raised throughout the process, including the representations made and recommendations as to how the LPA considers each representation should be addressed. It represents a key pre-require to submission of the Replacement LDP in accordance with the latest Replacement DA. |
| The Full Sustainability Appraisal of the Deposit Plan and Non-technical Summary | To identify any likely significant economic, environmental and social effects of the LDP, and to suggest relevant mitigation measures. This process integrates sustainability considerations into all stages of LDP preparation, and promotes sustainable development. |
| Habitat Regulations Assessment | Regulation 63 of the Conservation of Habitats and Species Regulations 2017 requires that a HRA must be undertaken to demonstrate compliance with statutory duties set out in the Habitats Directive and the Habitats Regulations where a plan or project is considered likely to have significant effects on European Sites and is not directly connected with or necessary for the management of the site. The purpose of this report is to document the first formal stage of this HRA process, namely, to ascertain whether there would be any LSE on relevant European Sites from the LDP. |
| The Full Sustainability Appraisal of the Preferred Strategy | The full Sustainability Appraisal of the Preferred Strategy is provided in a separate document accompanying the Preferred Strategy consultation document. |
| Candidate Site Register | A record of sites submitted by landowners, developers and the public, which will be used as a reference point to assess each |

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| | site against the Strategy for possible inclusion within the LDP. |
| Candidate Sites Assessment Report (2022) | The LDP is supported by a Candidate Site Assessment, which has identified the potential sites that are suitable for allocation within the Replacement LDP. All candidate sites have been subject to a sequential four-stage assessment. This has firstly considered the potential of each site to support the Preferred Strategy before scrutinising detailed site assessments (in terms of deliverability, sustainability and suitability) and consulting with appropriate specific consultation bodies. The fourth stage of this assessment has sought additional information from site promoters, where appropriate, to support sites for inclusion and subsequent allocation in this LDP. |
| Economic Evidence Base Study (2019) | To provide evidence-based recommendations on the scale and distribution of employment need and the land best suited to meet that need, whilst also making policy / land allocation recommendations to inform emerging policies and site allocations. |
| Economic Evidence Base Update (2021) | To review the new household data, identifying the changes from the previous projections and considering how this impacts on the economic forecast and the need for jobs and land. |
| Retail Study (2019) | To set out evidence-based recommendations on retail need, the distribution of need and the definition of primary shopping areas to inform emerging policies and site allocations. |
| Retail Study Update (2022) | To re-analyse trends affecting the retail sector which may impact and influence local retailing within the county borough and how this may change over time. Also, to assess future needs for comparison and convenience retail floorspace to 2033, based on existing market shares. |
| Renewable Energy Assessment (2019) | To provide a robust renewable energy evidence base which will inform LDP |

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| | production and set out a baseline for future monitoring of renewable energy in the County Borough. |
| Bridgend Smart Energy Plan (2019) | To provide a roadmap of projects and activities that will enable Bridgend County Borough to respond to the challenge of decarbonising heat within the wider energy system. |
| Settlement Assessment Study (2019, revised 2021) | To establish a sustainable settlement hierarchy that can inform the Replacement LDP. This will identify the most appropriate locations to accommodate future development in order to achieve a sustainable pattern of growth, minimise unsustainable patterns of movement and support local services and facilities. |
| Demographic Analysis and Forecasts Report (2019) | To provide a summary of demographic evidence, including a suite of population, housing and economic growth outcomes to inform the Strategic Growth Options paper for consideration in the formulation of the LDP. |
| LDP Demographics Update Addendum (2020) | To update the Demographic Analysis and Forecasts Report (2019) with a refreshed analysis of the latest demographic statistics and forecasts. |
| Outdoor Sport and Children's Play Space Audit (2021) | To provide an audit of existing outdoor sport and playing space provision in the County Borough, compared to Fields in Trust Standards, to identify shortfalls in provision and inform related strategies and LDP policies. |
| Allotment Audit (2022) | To provide an audit of existing allotment provision in the County Borough. |
| Green Infrastructure Assessment (2022) | To provide a holistic spatial analysis of green infrastructure and Active Travel Networks across the County Borough. |
| Local Housing Market Assessment (2021) | To provide detailed insights into the mechanics of the local residential property markets across the County Borough. The Assessment includes a quantitative assessment of housing need that will be used to inform the housing policies of the LDP in terms of affordable housing provision, tenures and types of |

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| | accommodation required across the County Borough. |
| Special Landscape Designations (2010) | To carry out a review of the Special Landscape Areas designation within the County Borough. The methodology uses a structured, iterative approach to identify areas considered worthy of being retained as a Special Landscape Area designations in the LDP. |
| Landscape Character Assessment for Bridgend County Borough (2013) | This document provides a sound evidence base for developers to consider the character and sensitivity of the different landscapes of the County Borough when considering new developments. It also promotes an understanding of how the landscapes of the County Borough are changing (as a result of a combination of natural, economic and human factors), and how they can be strengthened in response. |
| Carmarthen Bay, Gower & Swansea Bay Local Seascape Character Assessment (2017) | A tool for the management of change in the coastal and marine environment, covering four coastal local planning authorities. It is equivalent to, and overlaps, existing landscape information including LANDMAP and landscape character assessments. |
| Health and Equalities Impact Assessments | To assess the likely impacts of the Replacement LDP on health and equality considerations. |
| Gypsy and Traveller Accommodation Assessment (2020) | To assess the future accommodation needs of the Gypsy Traveller and Travelling Show People Communities and determine whether there is a requirement for additional site provision within Bridgend County Borough. This will inform any related site allocations and criteria based policies in the LDP. |
| Bridgend's Active Travel Integrated Network Map | This document details plans for a network of Active Travel routes and facilities over the next 15 years. These are found in the Integrated Network Maps (INMs). The proposals aim to: enhance access to key services and facilities including town centres, transport hubs, as well as employment and retail areas; develop access to education facilities such as |

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| | schools and colleges; and improve and expand the existing strategic network in Bridgend County Borough. |
| Bridgend Destination Management Plan 2018-2022 | A statement of intent to manage the County Borough in the interests of tourism, taking account of the needs of visitors, local residents, businesses and the environment. It is a systematic and holistic approach to making Bridgend County Borough work as a visitor destination. It embraces the idea of sustainability, focusing on tourism which brings economic benefit, whilst setting out the ways in which different stakeholders may work together to achieve a positive impact. |
| Bridgend Strategic Flood Consequences Assessment (2020 and 2022) | The updated SFCA creates a strategic framework for the consideration of flood risk when making planning decisions. It has been developed in accordance with Technical Advice Note 15 – Development & Flood Risk (TAN15), as well as additional guidance provided by Natural Resources Wales (NRW). The Study has been updated in light of the new draft TAN 15 and new Flood Map for Planning. The 2022 update is to be finalised. |
| Plan-Wide Viability Assessment (2021) | To understand how different market areas can affect the viability of delivering private and affordable housing as well as associated infrastructure to inform policy formulation, spatial expression and application. |
| Bridgend Local Biodiversity Plan (2014) | To map and quantify the biodiversity and the underlying ecosystem services (that is the valuable functions our environment provides) of Bridgend. This LBAP is specifically designed to work in conjunction with other key policies that support planning policy in the Borough. |
| Green Wedge Review (2021) | To review the existing green wedge designations in the adopted Bridgend LDP 2006-2021 and considers the need for their continuation in the Replacement LDP 2018-2033. |
| SINC Review (2020) | To conduct a focussed analysis on existing SINC's that could be affected by proposed allocations. |

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| Strategic Transport Assessment (2022) | To analyse the strategic road network, assess the impact of potential strategic allocations and consider the mitigation requirements. |
| Infrastructure Delivery Plan (2022) | To identify the County Borough's infrastructure requirements over the plan period. |
| Urban Capacity Study (2022) | To provide analysis of the potential urban capacity of the County Boroughs' settlements for housing to evidence the expected small and windfall site allowance rate. |
| Tests of Soundness (2022) | To assess how and why the Council considers the Plan to have satisfied the Tests of Soundness, specified by Welsh Government. |
| <p>Background Technical, Topic Reports and Papers</p> <ul style="list-style-type: none"> • Background Paper 1: Vision and Objectives • Background Paper 2: Strategic Growth Options • Background Paper 3: Spatial Strategy Options • Background Paper 4: Trajectory • Background Paper 5: Affordable Housing • Background Paper 6: Retail • Background Paper 7: Employment • Background Paper 8: M4 Junction 36 • Background Paper 9: Compatibility of the Replacement LDP Objectives against the Bridgend Local Well-Being Plan • Background Paper 10: Compatibility Assessment of LDP Vision, Objectives & Strategic Policies against Well Being of Future Generations | These provide supporting information and a rationale for the RLDP. These focus in more detail on the main issues relevant to Bridgend County Borough and the RLDP. |

- Background Paper 11: Covid-19 Policy Review
- Background Paper 12: Aggregate Safeguarding Assessment of Site Allocations
- Background Paper 13: Rail Commuter Trips and Infrastructure
- Background Paper 14: Minerals
- Background Paper 15: Best and Most Versatile Agricultural Land
- Background Paper 16: Development West of Pencoed Railway Line
- Background Paper 17: NDF Conformity Assessment
- Background Paper 18: Gypsy and Traveller Site Options
- Background Paper 19: 20-Minute Neighbourhood
- Background Paper 20: Biodiversity Net Benefit & New Development - A Case Study of Two Scales
- Background Paper 21: Education Capacity
- Background Paper 22: RLDP Conformity with the Placemaking Charter
- Background Paper 23: RLDP Conformity with the National Sustainable Placemaking Outcomes

4.49 **Consultation**

4.50 One of the key aims of the RLDP is to ensure plan production is based on effective community involvement. This is to ensure a range of views can be considered as part of a process of building a wide consensus on the RLDP's strategy and policies. The Delivery Agreement includes a Community Involvement Scheme (CIS) which sets out how and when stakeholders and the community can contribute to the plan preparation process. The two key stages of public consultation are summarised below.

4.51 Preferred Strategy Consultation

4.52 The Preferred Strategy sets out the Council's Vision, Strategic Objectives and Spatial Strategy to guide the level of future development and growth in Bridgend County Borough and was consulted on between 30th September 2019 and 8th November 2019 and reported to Council on 22nd January 2020. The 70 representations received mostly focused on the provision of supporting infrastructure and the pressure new growth will place on existing settlements.

4.53 Deposit Plan Consultation

4.54 In accordance with the Replacement Delivery Agreement and Local Development Plan (LDP) Regulation 17, the Deposit RLDP was published and subject to public consultation from 1st June 2021 to 27th July 2021. A Summary Report has been prepared to provide an overview of the key issues raised in response to the specific questions on the consultation form attached as Appendix 1. Detailed responses to all representations received during the public consultation period are provided in the full RLDP Deposit Consultation Report. The full RLDP Deposit Consultation Report is a 'live' document and will be continuously refined up to the point of formal submission to PEDW. The main refinements required to the text in this document are:

- Removal of Parc Afon Ewenni as an allocation
- Reference to the Porthcawl Placemaking Strategy
- Updated narrative regarding the successful Flood Map Challenge for Porthcawl
- Housing Trajectory updates

4.55 A separate Representations Register has also been published, which provides a copy of the duly made representations that were received by the Council during the consultation period. That Register has been published in accordance with Regulation 19 of the Town and Country Planning (Local Development Plan) (Wales) Regulations 2005 and can be viewed on the BCBC website:

4.56 <https://www.bridgend.gov.uk/residents/planning-and-building-control/development-planning/replacement-bridgend-local-development-plan-2018-to-2033/replacement-local-development-plan-consultation-deposit-plan-2018-2033/>

- 4.57 A total of 1,221 representation were received with most of the concerns raised relating to the proposed strategic housing allocations. These included:
- a) The impact of development on primary healthcare facilities;
 - b) An increase in traffic levels;
 - c) The impact of proposed development on existing infrastructure (i.e. schools, roads and utilities);
 - d) The timing of delivery of new infrastructure to support new development; and
 - e) The need for greater protection for green spaces and provision of allotment space relative to demand.

4.58 Focussed Changes Consultation

4.59 Since the publication of the RLDP Deposit Plan for Consultation, new information, changes to legislation, updated national planning guidance and the completion of supporting technical information has necessitated a review of the LDP evidence base. This, together with some of the matters raised in the consultation representations means a number of changes to the Deposit RLDP are considered necessary. The main changes are as follows:

- a) Removal of Housing Allocation at Parc Afon Ewenni, Bridgend – this is as a result of the recently published Flood Map for Planning identifying the site at being at risk of flooding;
- b) Inclusion of a housing allocation at Heol Fach, North Cornelly.
- c) Inclusion of site masterplans;
- d) Removal of Gypsy, Traveller and Showpeople Site at Land adjacent to Bryncethin Depot;
- e) Completed Strategic Transport Assessment; and
- f) Updated Strategic Flood Consequence Assessment.

4.60 The amended RLDP is attached as Appendix 2 and Appendix 3 (with the proposed Changes shown as tracked changes).

4.61 These Focussed Changes will be subject to a further period of public consultation which will commence once the RLDP has been submitted to the Welsh Government and PEDW. The consultation will be advertised in accordance with the CIS and all representations will be received by the Independent Inspector appointed by PEDW and considered as part of the public examination of the RLDP.

4.62 **Next Steps**

4.63 September 2022 - seek authorisation from Council to submit the RLDP to PEDW for public examination (anticipated in early 2023).

5. Effect upon policy framework and procedure rules

- 5.1 Town and Country Planning Act (Local Development Plan) (Wales) Regulations 2005 (Regulation 22) as amended requires the Council to publish a formal notice of submission of an LDP.

6. Equality Act 2010 implications

- 6.1 There are no direct equalities implications associated with this report. However, the policies and allocations contained within the RLDP are subject to equalities impact assessment and the social economic duty. An initial Equalities Impact Assessment Screening of the RLDP was carried out on 30th October 2020. This identified that the RLDP could have a high to medium impact on people from the following protected characteristics: Age, Disability, Race and Welsh Language. As such, it was determined that a full EIA was required to support the Deposit Plan prior to it being published for public inspection and consultation. This is attached as Appendix 4. The recommendation of the full EIA is to continue with the Deposit Plan in its current form as no negative impacts are identified.
- 6.2 Social Economic Duty: the RLDP is intended to help to eliminate inequality and disadvantage in people's lives and that the consultation should inform the process in this respect. The evidence gathered during the preparation of the RLDP has been used to ensure that it's policies have a positive impact on people living in socio-economic disadvantage or contain measures to ensure that any negative impact is mitigated.
- 6.4 The RLDP places a focus on directing growth to accessible locations, whilst also supporting community-based regeneration in the Valleys, this will provide a range of opportunities to safeguard and improve physical and mental health and wellbeing. Simultaneously, development of Sustainable Growth Areas and Regeneration Growth Areas will help to meet existing community needs and unlock new opportunities (e.g. through appropriate infrastructure provision and community facilities) whilst accommodating population growth. This will ensure new development is integrated with its surroundings, helping to tackle area-based deprivation and catalyse socio-economic renewal.

7. Well-being of Future Generations (Wales) Act 2015 implications

- 7.1 The RLDP has full regard to the provisions of the Well-being of Future Generations Act 2015 and to the well-being goals. The promotion and recognition of well-being was interwoven into the early conversations held regarding Plan preparation with a range of stakeholders via the Public Service Board (PSB). The theme of well-being and the provisions of the Well-being of Future Generations Act 2015 is considered through the SA process and reflected in the use of the local well-being goals in framing the strategic objectives and the strategic policies. Background Paper 9 assess each policy in respect of its compatibility with the Local Well-being Goals.

8. Financial implications

8.1 The RLDP preparation process has been funded through the LDP budget.

9. Recommendations

9.1 That Cabinet:

- a) Note the Deposit Plan Consultation Report Summary Document (Appendix 1) and agree the submission version of the Replacement Local Development Plan (RLDP) and recommend to Council that the RLDP as set out in Appendices 2&3 be submitted to Welsh Government and PEDW for independent examination.
- b) Authorise the Corporate Director Communities and Group Manager - Planning & Development Services Development to make any refinements to the RLDP, supporting background papers and technical evidence required prior to reporting to Council.

Janine Nightingale

Corporate Director - Communities

19 July 2022

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Background documents:

Appendix 1: Deposit Replacement Local Development Plan Consultation Report
Summary Document

Appendix 2: Replacement Local Development Plan – Written Statements

Appendix 3: Replacement Local Development Plan – Proposals Map

Appendix 4: Equalities Impact Assessment of the Replacement Local Development Plan

Appendix 5: Cwm Taf Morgannwg University Health Board (CTMUHB) Response to the Replacement Local Development Plan